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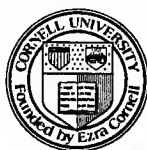
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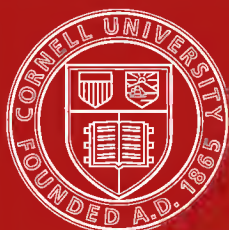
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THE PROBLEM
OF
CITY BEAUTIFICATION
AS OBSERVED IN EUROPE

By GEORGE T. HAMMOND, LL.B., M. A. Soc. C. E.
Brooklyn, N. Y.

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INTRODUCTORY NOTE

The writer of the following article was sent abroad for the purpose of investigating for the City in whose employ he has been for more than twenty years, some of the municipal house-keeping problems that have been solved with notable success in Europe, and particularly in Germany. The observations which follow are intended to be of a general rather than technical nature, and especially concern city planning and beautification as observed abroad, and the means whereby the people of a city may secure a beautiful environment, if they follow a definite purpose and take advantage of their opportunities, anticipating the future and providing for their progress.

The trip was made in the spring and summer of a year previous to the present European war, and included the British Islands and the Continent, all the principal cities being visited. Letters of introduction taken to the various officials were scarcely necessary, as an American is welcome in all places; and a civil engineer from this country especially is treated with distinction.

The note book and camera were in constant use. More than six hundred pictures of technical value were secured, and descriptions of structures and materials, as well as plans, often supplemented by notes kindly suggested or even added by officials, who freely gave printed specifications, prints of plans, books and pictures for the purposes sought.

The trip was made in company with a civil engineer official and a well-known consulting engineer in private practice, whom we found to be as well-known abroad and as highly respected as in America.

Interest in our country and our great City was everywhere shown. In Germany, our people seemed to be very highly regarded, and our institutions viewed with much interest. We were often astonished by the knowledge shown regarding American affairs.

GEORGE T. HAMMOND,

215 Montague Street,
Brooklyn, N. Y.

I

GENERAL COMPARISONS.

The pre-eminent problem of American social life is the City. Indeed, it may be said that as a factor of modern life the City and its needs are everywhere the problem of the age. The growth of American cities has been phenomenal. But few of them more than a century old, they rival in population and wealth the cities of the Old World with many centuries of history.

Although the Old World cities have made their greatest progress in wealth and population within the last century, and particularly within the last fifty years, ages of history and discipline prepared them to solve their modern municipal problems. Their municipal consciousness and economic systems have been ages in the formation. Moreover, nearly all of them possess valuable property in the form of real estate, including parks and public buildings of inestimable value and historic interest, which they have been many years acquiring.

The social distribution of the people into ranks; the form of education and military training, which, except in England, everywhere prevails; the wonderful progress in technical education and the arts and sciences in Germany, and the capacity of the German mind for profound study, as well as the habit of reliance on respected social leaders and teachers; the broad-minded attitude of the wealthy classes, who control the expenditure of money and form the councils of the cities and the ruling class in the State, are some of the factors that have greatly facilitated city beautification.

The problem of city planning and beautification is largely economic and depends upon the attitude of the citizens who have money to spend for improvements. In our country, industry and commerce determine the site as well as the character of the City, and what was a veritable wilderness in a few years becomes the center of a large population, possibly a metropolis, with its people gathered from every quarter of the earth.

The land speculator has been more active than the city planner, and the problems of city beautification are difficult. Without

means other than are obtainable from direct taxation and a very limited borrowing capacity, and almost every kind of public utility needed, it is not remarkable that our cities have not progressed very far along the lines of beautification. Moreover, our cities are in a continual state of fluxation. Commercial development, which with us can scarcely be forecasted under our existing forms of municipal government, renders the best devised city plan almost futile, and our future progress depends upon an increase of local power to do things with our own money and property without State interference.

We have not been able to control the business development of private property, and our cities cannot acquire extensive undeveloped tracts of real estate, as is quite ordinarily done by the municipality in Germany, and thus control city development; nor can we enter upon the many municipal business ventures that are carried on successfully in that country. In times of depression, we cannot usually expend money upon needed public work for the assistance of our laboring community, and, by means of these methods of promoting the common interests of all classes, make our City in the same degree useful to our people, as the German city is to its people.

The cities of Europe have much to show us that is instructive, nothing more so than the lesson we may learn from them that city planning and beautification may be carried out as a settled policy, a little at a time, under the control of a carefully studied plan, which is continually being developed and improved as the years pass. The plan is usually along such broad lines, and based upon such principles of possible variation, that it grows with the growth of the City, being always well in advance. Every change made in street or structures must comply with the plan; thus slowly but surely the City becomes well planned and beautiful. The progress of this growth is in almost direct proportion to the power of the municipality to manage its local affairs without interference from a state government.

In England, with but little power, and no power to condemn land for public uses without a special act of Parliament; with a system of taxation that is inefficient if not inequitable; with a landlord and tenant system that is all in favor of the landlord,

progress has been very slow in city planning and beautification; while in Germany, where each city possesses very wide and extensive autonomous powers and may do practically anything with its property that a natural person may, and much more along certain lines, progress in city planning and all city projects has been very rapid. The cities have splendid streets, parks and institutions of all kinds, and have nearly all become very extensive land owners, some of them owning in fee more than half the land that the entire city covers, thus being able to control the use of real estate as owners.

In France, as in England, progress has been slow mainly on account of lack of local authority. It is the German cities, therefore, that can teach us the most about city planning and beautification. A community that must suffer the constant interference of the State in its local affairs, that is not permitted to develop its own property or spend its own money as it pleases, and that cannot borrow enough to make needed improvements; that may be ruled by partisanship and is subject to constant change in management, can scarcely be expected to develop along the lines of a well-chosen plan, or become beautiful.

Among the conditions under which a city may become successful as well as beautiful, is a capacity for united action among the people; the cultivation of public opinion demanding beautiful and convenient environment; and the financial ability to secure it. Scarcely second to this is the need of an efficient city government, with broad powers for home rule, under which the demand of the people can be accomplished, if not at once, by carrying out a well conceived plan for future development to which all private projects shall conform. The city that has been able to secure the united and harmonious effort for civic development and has the necessary governmental power is almost certain to become and remain beautiful.

We observe in Europe the growing, advancing modern city which, like our own cities, owes its creation along modern lines and its prosperity to trade, commerce, manufactures. Such a city exhibits all the phenomena of enterprising growth and of civic pride, and looks toward the future. Its buildings are planned to house not only its merchant princes, but also its professional men

and laboring classes with comfort. Its public buildings are on a scale with its prosperity and pride. It has many problems to solve and employs the best professional talent obtainable.

Antique structures in such a city are usually but few in number, probably an ancient church, a rathaus, or schloss, or the fragmentary remains of an ancient city wall. There are museums, picture galleries, and monuments without number; but the rushing, bustling present leaves but little appearance of the past, and one is impressed with the newness of all things and the democracy and sometimes the communistic tendencies of the people, who own their public utilities and engage in all kinds of communal industrial pursuits.

Then there is the city which no longer exhibits the enterprise of advancing business and may be mentioned for comparison. It is a completed city; but the tide of travel and commerce has swept into other channels, possibly through the competition of more active rivals. Still there is enough of the world's work left for it to do in a quiet way. Almost every building is historic, but possibly not in the best of repair. The greatness of a past broods in melancholy spirit everywhere. The cathedral, the museum, and the university all show a kinship with the mighty past and belong to history.

The streets remain as planned years ago and are well cleaned and lighted, except in the daytime, when the light of the sun struggles with difficulty through the boughs of great trees on most of the avenues and squares. The people are peaceful and conservative in all things, looking up to leaders descended from great local families. The church has much influence in local affairs, so also has the university. The people seldom presume to interfere in the government, but leave such matters to those whom they consider better informed, and the paralyzing influence of a central authority exerted from a distant capital is evident. As year follows year, the mosses of history gather, and the cobwebs of conservatism thicken. Such cities are often beautiful, reminding one of the beauty of a woman once lovely in youth, still fair in middle age, surrounded with all of the dignity and circumstance of a successful life, but facing a future which leads no one knows

II

ENGLISH CITIES

English cities at first impress the American as not unlike our own before the advent of the modern "skyscrapers." The American city of Boston frequently reminds one of an English city, as do Baltimore and Richmond. But this is a first impression only, and one is soon brought face to face with various unfamiliar factors. First of all, the principal cities have grown with immense rapidity within the last century, and city planning has not kept pace with the growth. The public utilities are peculiar and in some points inferior to our own. The city owned utilities as a rule give better service than those privately owned and make a profit over and above expenses, and give general satisfaction.

Successful but rather limited effects in city beautification are to be seen occasionally. In Liverpool, St. George's Hall and the fine plaza upon which it fronts, with the memorials of statesmen and sovereigns, may be instanced; also the wonderful system of docks, which, from an engineering standpoint, are worthy to rank with the most important structures in existence. Manchester possesses notable civic centers, with public buildings of beauty and excellence; and what the docks are to Liverpool, the ship canal is to Manchester.

The general impression produced in Great Britain is the prevalence of commercialism; but in no country does one see the monuments for the past better preserved or more reverently cared for. The impression of intense and vital nationality is gained everywhere. The quiet, orderly movement of the British industrial world-machine, with its well-oiled journals and bearings and ponderous fly-wheels, is borne in upon one throughout the north of England. Sheffield gives an added impression as of all the forges of the earth gathered together for a congress. Surely this is the workshop of the world.

Birmingham shows us at least two notable municipal object lessons. The first is Mr. Chamberlain's scheme of city rebuilding and beautification,—there having been previously to 1875 an area in the center of the city reeking with squalor, vice and disease,



(a) Pall Mall and Cockspur Streets, London, Eng.



(b) Piccadilly along Green Park, London, Eng.

a slum famed throughout England. Forty odd acres of land, including this pest-spot, were acquired by the city while Mr. Chamberlain was Mayor, and laid out in business streets, well planned and of dignified aspect. The venture paid for itself, as such ventures usually do, and will eventually afford the city a considerable surplus income. Another is the efficient waste disposal and the world-famous sewage disposal plant, designed by Mr. John D. Watson, by means of which the sewage waste of a million people is discharged into a small stream of less volume than the purified sewage, without the slightest nuisance.

Passing all too rapidly through England, neglecting the beautiful old city of Chester, with its memorials of the past; barely mentioning Oxford and Cambridge, both worthy of description; and York and Durham, with their commanding cathedrals, we come at once to London, the great city, in many respects *the city of the world*. (See plate I.)

Perhaps no city ever has undergone more constant topographical growth and change. With all its faults and its points of unutterable ugliness, we shall scarcely see a more impressive city than London, although we shall see some better planned and more beautiful, and yet much has been done toward beautification.

Some of the projects for city beautification in London are notable from the practical lessons that they enforce; and while they are by no means the greatest of London's projects, are of especial interest in this connection. The cutting of Shaftesbury Avenue through the heart of the city is such a project, which, although of enormous cost, was accomplished without expense to the city, with some profit on the immediate outlay, and greatly increased income from taxation.

It should be recalled that directly after the great fire in Charles II's time, Sir Christopher Wren made a new plan for the city, with suggestions for changing and improving the streets; but unfortunately this was never carried out and the congested streets of old London have remained to supply a problem for humanitarians and engineers.

The congestion, the absence of light and of ventilation in the houses crowded along blind alleyways and small courts are notable. This condition extended over a considerable area along the river

Thames for several miles, reaching about a mile back from the river; much has been done to improve it already, though much remains to do. One of the worst centers of this congestion was known as Seven Dials, which has been successfully relieved. The plan adopted was to cut a broad thoroughfare from High Holborn to Charing Cross, passing through the center of the plague spot.

This improvement was secured by the city practically without cost, by means of the expedient of purchasing the abutting land on both sides, at its value *before* making the improvement; and after removing all of the rookeries and buildings disposing of the land when the improvement was completed for business purposes, on what at once became an important avenue.

To commemorate the prime mover in this improvement, a fine monument has been erected to the Earl of Shaftesbury, at the widest part of the avenue which bears his name.

Another instance which we shall mention is the cutting through at Kingsway — a new and very wide avenue, beginning at High Holborn and running to the Strand near St. Clement's Church. An act of Parliament was necessary, and this gave the County Council the right to close some twenty-four streets and alleys and practically rearrange the map of London within the lines prescribed by the act. It also gave the city right to acquire and resell the land not used for the thoroughfare. The result is that the entire improvement has been secured without cost to the city, the increased value and greater income producing capacity of the land taken, more than paying all the expense; while the increase of taxation resulting from property of a much higher value makes the whole project one of great profit, as well as securing a beautiful avenue and a high-class development where previously had been a congested slum.

Space does not permit more than the mention of the beautiful Thames Embankment, and the fine bridges that cross the Thames. The historic monuments of London are well known and justly famous, as well as the beauty of the parks and gardens and the well kept streets.

We cannot omit mention of Westminster Hall, with its fine new statue of Oliver Cromwell placed no great distance from the scene of his many parliamentary triumphs, beside the hall where

he sat and judged the Royal Charles Stuart, first of the name, and condemned him to death. From the tower of which Oliver's own head, torn from his dead body, taken from the velvet-lined coffin to dangle upon a gibbet, after this execution of the dead was exhibited on a pike to the world for years by Charles II. (See plate II.)

Nearby is the famous Westminster Abbey, where may be seen the marble apotheosis of heroic men of many times — a museum of mortality and fame — the most impressive under the blue heavens that cover the world. This structure, however, has been restored and beautified with far less than a satisfactory result; and although one of the finest churches in England, it is inferior to a considerable number of French churches, both in size and design.

The means of transfer in London are excellent. The various underground railways and the ubiquitous omnibuses with two stories, give universal satisfaction, both as to service and price.

The beauty of the city is marred to a considerable extent by the universal prevalence of advertising matter, which gives an air of all-pervading commercialism.

The judgment passed upon the city by Goldwin Smith still remains true and is worthy of repetition:

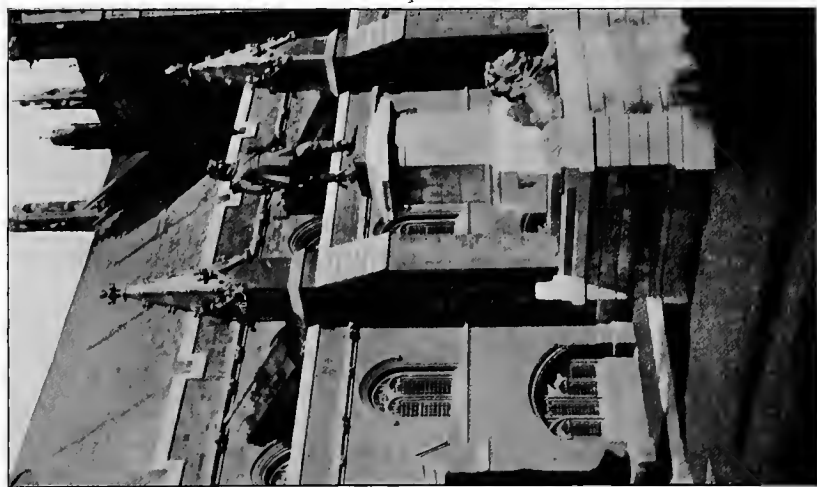
“ A beautiful city London cannot be called. In beauty it is no match for Paris. The smoke which not only blackens but corrodes, is fatal to the architecture as well as to the atmosphere. Moreover, the fine buildings, which, if brought together, would form a magnificent assemblage, are scattered over the immense city, and some of them are ruined by their surroundings. There is a fine group at Westminster, and the view from the steps under the Duke of York's column across St. James' Park, is beautiful. But even at Westminster, meanness jostles splendor. . . . London has had no edile like Haussmann. The embankment on the side of the Thames is noble in itself, but you look across from it at the hideous and dirty wharves of Southwark. Nothing is more charming than a fine water street, and this water street might be very fine were it not marred by the projection of a huge railway shed. The new Courts of Law, a magnificent, though it is said inconvenient pile, instead of being placed on the embankment or in some large open space, are choked up and lost in rookeries. London, we repeat, has had no edile. Perhaps the

finest view is from a steamboat on the river, embracing the Houses of Parliament, Somerset House, and the Temple, with St. Paul's rising above the whole."

The English city is very limited in its corporate powers, and in consequence must continually apply to Parliament for acts to enable it to carry out its projects for beautification and improvement. It may not condemn land or issue bonds without special permission secured in each instance. It is ruled by a Council, the members of which are chosen by the electors for three years; one-third of the entire council retiring every year. A Mayor, who has much dignity but very little power, is chosen by the Council. All the work of the city is carried on by standing committees filled by the Council, of which the Mayor is member *ex officio*. The manager of a department is nominated by the committee under which it is placed, and confirmed by the Council. All citizens are eligible to the Council, except the clergy. Since 1907, women are eligible. The management of all the city's affairs is thus in the hands of the Council — local education since 1902. Municipal owned utilities, such as street railways and highway systems, are thus managed also.

Taxes are apportioned upon the income of property and are collected from the tenant. If a house is unrented, no tax is obtained. Unimproved property pays no tax. The system is weak and inefficient and the people are struggling to improve it by new laws.

The English people are quite conscious of the general lack of city beautification and are alive to projects of betterment. There is an active and wide-spread movement for city planning and improvement. Associations and societies are working to secure these ends and are found in every city, and even in small villages. The usual method is to employ experts to provide a general plan, which shall be urged upon the authorities and kept before the public until it, or some other equally acceptable, shall be officially adopted. Thereafter, all improvements and changes in the city can be directed toward the general design provided by the plan. When a new street is laid out or public building erected, the effect on the ultimate arrangement can be kept in mind with good result.



(a) Cromwell Memorial, London.



(b) Lafayette Memorial, Paris.

Many associations have been formed for the creation of what is widely known as "Garden Cities," a term employed by Ebenezer Howard, in a book which was published in 1898. These cities, or rather villages, are generally designed to provide homes for wage earners and the industrial classes, with a view to providing comfort, fresh air, and sanitation as well as beautiful surroundings. The method employed is to acquire a considerable tract of unimproved land not too distant from the city or place of employment, and develop the entire property as a park, in which well designed and constructed houses are placed, each with its own yard and garden. By co-operation in these ventures, homes may be purchased or leased at sums remarkably low, the payment being arranged in monthly sums, usually smaller than a city rental.

Of all unsightly structures the ordinary English tenement house is the ugliest we know — reeking with disease, crime and misery, unsanitary and usually dilapidated. Fortunately, such structures are disappearing and can never appear again.

Many of the Garden Cities have had their inception in the enterprise of large employers of labor, who have discovered that healthy and contented workmen are more profitable to employ than those who live under unsanitary conditions and are never in the best of good health, and who are forced by their surroundings to look upon life as a hard and unequal struggle with failure at the end. To these the name "Sunlight" is often applied.

The first city of this kind, of which there are now about fifty, was created near Liverpool, and its success has made it an example, followed not only in England but also in Germany. It is called "Port Sunlight," and owes its construction to a great employer of labor, who not only made the venture to improve the quality of his labor, but tells us that he was actuated by the belief that every laborer was entitled to a decent home and a fair chance to rear a family, with opportunities for self-improvement and innocent pleasures, and that it was the employer's duty and privilege to see that his help was thus provided.

In Port Sunlight each family has a house to itself, surrounded by a garden, placed on a well-kept street, in a beautifully designed village. Schools, churches, clubs and lecture rooms, as well as a gymnasium and other places of amusement, a college and a hospital, make up the village. There are well designed playgrounds

and a park, and all of these are managed by the people and the agent of the firm upon which all depend for labor and income.

Port Sunlight is just across the river from Liverpool, and perhaps no more interesting object lesson in city planning can be found than may be observed by first taking a walk through the tenement house district of Liverpool, where the children of the laboring classes play in the gutters, and the head of the family spends his evenings and holidays in questionable gathering places; then visit Port Sunlight and observe the contrast brought about by beautiful and comfortable surroundings, which reflect strongly on the physical as well as the mental character of the people. Unquestionably the growing generation in Port Sunlight will prove in every way superior to that of the same rank or grade growing up in the tenements of Liverpool.

Another of the aims of the English city planning movement is the preservation and care of historic structures, of which England has so many, and the erection of monuments to commemorate historic events and persons who have served their country well. The statues of the great leaders of the past century, the Prince Consort, and the late beloved Queen Victoria, are in almost every city and as a rule are excellent. England teaches her rising generation to revere and be grateful to those who, in her heroic past, have carried her to the pinnacle of glory in politics, war and science. As in the past, we still have much to learn from her.

It is of great interest to observe the rapidity of the growth of English cities in population since 1801. Americans seldom realize that Old World cities have grown during the last century at a rate as astonishing as have American cities. Truly, the modern city is the creation of the nineteenth century, with its industrial inventions that enable men to thus congregate in cities and find means of subsistence from the rewards of industry and commerce.

The figures that follow are the best the writer can obtain and are given to the nearest one hundred. In the case of several of the cities the increase is partly due to annexation of suburbs, as in the case of London. They are sufficiently accurate to show the relative growth, and this is the only purpose intended:

Growth of British Cities Since 1801

(Population to nearest 100)

	1801	1851	1901
London, County of	900,000	2,363,000	4,363,000
Greater London			1908 7,537,000
		1841	
Glasgow	77,400	255,600	1,150,000
Liverpool.	77,600	286,500	753,000
Manchester.	75,300	303,400	650,000
			1901
Birmingham	73,600	182,900	522,000
Sheffield.	45,000	111,000	463,300
Leeds.	152,000	428,900
			1908
Salford.	14,500	63,800	239,000

The population of Salford is given because it is virtually a part of Manchester, but has always maintained a separate existence and a separate city administration.

Population of Manchester, including Salford :

	1801	1841	1908
	89,800	367,200	889,000

III GERMAN CITIES

The appearance of the German city is exceedingly pleasing. The railroad station, which always gives us our first impression of a city, is as splendid as possible and usually fronts on a well-designed square or park. The convenience as well as the safety of the traveling public is well provided for; and excellent design, in mass and detail, renders the station a thing of beauty. Regarding it as the gate of the city, no necessary expense seems too great to secure the best result. A station such as that at Frankfort-on-the-Main, gives character to the city. The cost, said to have been \$10,000,000, was expended at a time when the city was smaller in population than our city of Providence, R. I. That of Dresden was scarcely less costly; and many others might be mentioned.

The city planners have had great success in designing streets and have provided almost an endless variety of effects, with broad avenues radiating from parked central squares and circles for the more formal parts of the design, affording focal points for fine public buildings. Streets are provided that make sweeping curves, with fine vistas of parked squares and buildings; ring strassen, which often occupy the site of ancient city walls now removed, with park plots between two boulevards, the ancient moat of the city being preserved in places for water gardening effects, and surrounded with a profusion of flowers; narrow streets also, for greater quiet and retirement. Thoroughfares are designed for trade and traffic, and quiet streets and squares through which trade and traffic does not pass for home sites.

The German scheme seldom admits of formality in design, except at the main center of a city, or in the square fronting some formal building, such as the railroad station. The rectangular arrangement of streets — which originated possibly from the ancient Roman camp design, in which the streets cross at right angles and there is a main central avenue running each way, through the center of the city, with a square at the point or intersection, such as we have in Philadelphia and a number of American cities, said to be “regularly laid out” is not used in Germany; but streets with sweeping curves, connected by cross-streets, radiating from civic centers, are the favorite design. This plan is well adapted



Plate III.

CIVIC BEAUTIFICATION ABROAD.

See page 24.

to the placing of sanitary structures, and gives pleasing effects in the vistas afforded, both in the daytime and when lighted in the evening, and must be seen to be fully appreciated.

The city planning idea appears to have had its inception in the needs of German cities, recognized by practical men in charge of municipal affairs, at the time when the progress of the country took a great impetus from the enterprise and expansion in every direction that followed the Franco-Prussian war. Hamburg had been the first of them to install a sewerage system, completed in the fifties under the direction of English engineers. At about the same time Altona had put in the first water-filtration plant in Europe outside of England, also under the direction of English engineers.

Previous to 1870, almost every city was surrounded by a wall, obsolete as a defense and useless, the property of the State, but covering a valuable space available for city purposes. There were miles of narrow and dirty streets, lined upon each side with rookeries. The population was very poorly housed, without sanitary utilities for the most part, without water supply except from wells usually contaminated, or derived from the rivers without filtration. There were no sewers to speak of, and next to no pavements. There were, however, a few fine old public buildings and churches, all capable of renovation, and some squares and market spaces that could be preserved in the replanned city.

When the city planning movement started, the planner found himself surrounded with ruins every way he looked; and his problem was to bring forth order out of a municipal confusion. Along every line of municipal effort individual exertions had failed to produce adequate results. It was realized that the right of the individual must be subordinated to the interests and welfare of the community. The people must be provided with healthful homes and necessary public utilities, and since private enterprise had not given satisfactory results, these must be supplied by the City. In the scheme of reconstruction along scientific lines, the community idea of doing things was therefore adopted.

The City charged itself with protecting the health of its people, providing for their municipal and individual wants as far as possible. According to the German theory, every healthy laborer is entitled to work in order that he may earn his living, and if this

was not sufficiently supplied by private enterprise, the City held itself charged with providing it by community owned factories, public utilities, forests, and public works of almost every kind.

Through the pursuance of this policy, the new German city has grown to be what we now see it, with beautiful streets and buildings, both public and private dwellings appropriate for every class, supplied in all cases with abundant light and air, with frequent open spaces beautified with lawns, trees and flowers. All rookeries that might hide vice or disease have gone. In short, the City has become a community home, maintained to serve the well-being of the community along every possible line of activity.

It must not be forgotten that there have been many generations of racial development behind the German city as we behold it. The inhabitants are practically of one blood through continual intermarriage and descent, dwelling for ages within the ancient city walls that now have disappeared. Their sympathy and loyalty to each other are thus quite natural. They have been trained both by the State and their religious opinions to consider their position and rank in the social scale as determined by divine will and family ties. They look with respect and deference upon the ranks above them, and with good will on those beneath their social status. Socialism may have modified this inbred German characteristic, but enough of it remains, and the discipline and education are so thorough that the theory of their municipal governments is possible. It would probably not succeed elsewhere.

The idea that dominates the German city is municipal control of local affairs, and the care of and furtherance of every community interest. While the cities in many ways have the appearance of local autonomy, and each seems to be a little republic vested with the broadest powers of self-management, this appearance is misleading. The city is neither autonomous nor democratic in its form of government. State supervision exists throughout Germany, usually exercised through the Department of the Interior, which is charged with enforcing a standard in educational, sanitary, police, as well as many other matters; and the care of seeing that laws relating to the public policy of the central government are obeyed.

New undertakings, public works and bond issues for any purpose must receive the approval of the State. The State's function

in these matters is administrative and confined within well recognized limits; and does not act as a check to any desirable project within the financial capacity of the city. It is widely different from the continual legislative interference which our cities suffer from our State governments. The State is helpful to the city in Germany in very many ways, among others by the collecting of information and statistics relative to all German and foreign cities and their projects for mutual benefit, and employs professional experts to give advice regarding the many problems that must be solved. It always stands ready to give advice and encouragement.

The curious method of voting in vogue keeps the control of the City in the hands of the very wealthy class; perhaps nothing in the German institutions strikes the American as more strange. The suffrage in Prussia is given only to males over twenty-four years of age who pay an income tax. This applies to city and State elections, but not to elections of representatives to the Imperial Parliament, who are chosen by manhood suffrage. Office holding is open to all voters.

The following is the method of choosing officials, which is calling forth the denunciation of the Socialist-Democratic party: The aggregate sum of the income taxes is divided into three equal parts. A list is prepared of all the taxpayers, beginning with the name of the man paying the largest, and ending with the name of the man paying the smallest tax. The position of a voter's name on the roll is determined by the amount he pays. Beginning at the top of the list, enough names are taken in order downward to embrace the first one-third of the total amount of the taxes. These form the first class of voters. The second class of voters is then made up by beginning at the top of the list that remains after removal of the names of the first class, and taking enough names to embrace the second one-third of the total amount of the taxes. All who are not enumerated in these first two classes fall into the third class of voters. Each class has an equal voice in the election. An equal number of electors is chosen by each. After the electors have been chosen for a class, they meet and choose one elector. Thus the election becomes narrowed down to three voters, one representing each tax-paying class, who meet and choose the deputy to the Prussian Diet, or other official.

It will be observed that the first class, made up of the very rich men, represents but a small per cent of the voting taxpayers; and that the second class cannot be very much greater; yet these two classes cast a two-thirds vote for every candidate by choosing two electors out of the three.

It is said that on the average in Prussia, out of the entire primary voting taxpayers, three per cent are in the first class; twelve per cent in the second, and eighty-five per cent in the third. Thus the property held by fifteen per cent of the voters enables them to govern. This is a condition that German sentiment is almost certain to change.

Income tax is the main source of revenue, both State and City. The income tax for the City is added for collection to that for the State. Real estate is taxed also, but in a very complicated manner, and returns less revenue than the income tax. All persons engaged in trade are taxed upon net profit and capital invested; but there are a number of exceptions in favor of small traders. Public houses and resorts also pay taxes. There are taxes on property transfers, inheritance, stamp taxes, tonnage dues, a dog tax that increases per dog owned, and so many other forms of taxation that the mind is wearied by them; and as this paper is not upon finance, we shall say no more about them.

It must be remarked, however, that the City revenue comes very largely from the communal business and enterprises owned by the City, operated for public benefit and profit. German cities do not merely operate the unprofitable utilities, such as sewers, streets, parks and hospitals, giving over the profitable ones to private enterprise; but they take the profitable and the unprofitable together, in order that one may offset the other. Water supply, gas works, electric light and power, street railroads, slaughter houses, docks and basins for commerce; land, of which the cities all own large tracts; houses, factories, financing industrial projects; cemeteries, and many other activities are conducted and turn in large profits which reduce taxes.

The German city is governed by experts who are trained to the profession. The City Council is rather a large body, elected by voters of strictly limited property qualifications, and the members are always the most prominent and wealthy in the City. The Burgomaster is the chief official; he is chosen by the Council for

a term varying from six to twelve years, and on retirement receives a pension. He may be employed from any City in Germany, and there is often keen competition for the services of a very capable man. In Dresden, he is chosen for life. Associated with him are a number of experts who constitute the *magistrat*. Some of these are paid; others serve free. The service of the politician is carefully excluded. When there is a vacancy, the Council may advertise for candidates, or request qualified persons who desire to compete, to present their evidences of qualifications, experience, etc. Out of those applying, or asked to compete, a selection is made, the candidates coming from all parts of Germany.

The Burgomaster corresponds to the Mayor of an American City, but has much less power, and his selection must be ratified by the King. If he is a man of strong personality, his influence may be very great; but he cannot veto an ordinance, or employ or discharge an official under his authority, except with the consent of the Council and subject to review of courts to which a discharged official may appeal. In some cities he controls the police, in others, especially the larger cities, this comes under a commissioner appointed by the State. Each branch of the government, such as law, finance, accounting, engineering, education, public charity, city planning, etc., is under an expert, who receives a salary usually larger, cost of living considered, than is paid for similar work in America. These experts form the paid portion of the Magistrat, and with the Burgomaster as expert in chief, and the unpaid members, form an Executive Council. The unpaid members of the Magistrat are usually wealthy men of comparative leisure, who are leaders in municipal, social and industrial life, and are highly esteemed as such. They are practically chosen for life and usually constitute about half of the Magistrat and usually are members of the Council. Their services are important as general advisers on all municipal subjects, and the influence they are able to bring to bear for the support of the policies of the administration is of the greatest value. Their position is dignified and highly regarded by their fellow-citizens.

Of individual German cities, Hamburg and Bremen remind us of American cities. The enterprise and push that we are used to seeing on this side of the ocean are seen everywhere, and in Hamburg in particular, for as one of the free cities of the German

Empire, this in fact is a municipal republic, and even has the right to coin money with its emblems stamped thereon — one of the indices of sovereignty.

All American visitors have loved Hamburg for its hospitality as well as for its beauty. Originally surrounded with strong walls, ditches and moats, situated between a pestilential marsh and the River Elbe, with narrow and winding streets and a certain mediæval charm, this City was one of the first in Germany to emerge into modern life and recreate itself. In 1811, the population is given as 106,983; in 1861, it had reached 198,214; in 1885, 305,690; while in 1910, it was 855,000 — a rate of growth seldom equaled by any City. It was visited in 1842 by a great fire that destroyed about a fourth of the entire City, which perhaps accounts for its lack of historic structures, and for its rapid modern progress. In rebuilding the City, a sewerage system was installed by English engineers.

Among the features of the City are the beautiful lakes enclosed by boulevards and parks, known as the Binnen Alster (plate III) and the Aussen Alster, originally noxious marshes, which have been excavated and made into beautiful sheets of water and connected with the river. The smaller of these is about a mile in circumference, bounded on three sides by quays, planted with trees and flowers, and flanked with palatial hotels, business edifices, and private dwellings. Along the south shore passes the Jungfernstieg, 150 feet wide, the center of fashion and the finest street in the City. There are restaurants and cafés of pleasing design on the shore front, and the surface of the water is enlivened with pleasure craft and water fowl. Stately swans float by in the sunlight and children play along the shore. There are several beautiful stone bridges over connecting waterways. The Lombards-Briecke commands a beautiful prospect of the Aussen-Alster, which is quite a large sheet of water, several miles long, with its shores embellished with parks and villas.

The Rathaus, completed in 1897, after twelve years in building, is one of the most beautiful structures in Germany. There are on its facade bronze statues of twenty German emperors. The tower, nearly 400 feet high, is surmounted with the German eagle. In the basement is a famous Ratsweinkeller, which is one of the centers of social life in the City.

The park system of the City forms a broad semi-circle partly occupying the space recovered from the ancient walls and fortifications, crossing on necks of land and bridges between the two lakes. At one end, near St. Pauli, is the splendid colossal monument to Bismarck, representing him as a Roland, or knight of the Middle Ages, one of the most impressive memorials in Europe.

The harbor is artificially formed by dredging miles of basin for shipping. A fine tunnel passes under the river, with approaches by means of elevators at either end, by which vehicular and pedestrian traffic is taken care of. The tunnel is finished inside with enameled tile from the Emperor's private potteries, he having been awarded the contract for this part of the work.

Another beautiful City that always appeals strongly to the American is Düsseldorf. "Here surely is the beautiful city," we think; "no other in Germany can match it," as we stroll down Königs Allee, the ample parkway which runs through the centre of the City. The Hofgarten at one end; at the other, removed to a respectful distance, the business centre; along both sides, fine buildings of rich and harmonious effect forming a splendid flank and an artistic sky line. Water-gardens and crystal pools succeed each other through the lawn beneath the trees. Tasteful fountains, statuary and masses of flowering plants give added beauty. It is pleasant to see the people appreciate and enjoy these things, and note how careful everyone is to preserve the good order, cleanliness and beauty of everything. The ornamentally treated water-gardens and stream through the central part of the park are part of the ancient ditches and moats about the City wall now demolished. Bridges of artistic design span at intervals, decorated with well chosen statuary.

There are cafés on one side, and the theatres, opera, museum and government offices are near by. The entire parkway is under the most careful inspection and control; its orderliness is carried to perfection and gives somewhat of a pervading tone of formality. The transportation lines make this their objective point, as the civic center to which the people come, both for business and amusement.

Düsseldorf is a city of about 360,000 people. In less than a century it has grown from 20,000. It had scarcely 40,000 in 1850; more than 100,000 in 1890; and in 1900 had reached

200,000. This remarkable increase is attributed to the enterprise of the City in attracting industries and commerce, and in providing a beautiful and convenient home for its people.

The planning of the City may be said to have begun in earnest in the late nineties, when the Council secured the services of Dr. Wilhelm Marx, as Burgomaster; and during the following twelve years was carried forward with large expenditure on broad lines, with great success. A new City practically was created, with new industries, new harbors, and new bridges. The banks of the Rhine were provided with retaining walls miles in extent. Marsh lands were reclaimed; gardens, parks and playgrounds were lavishly provided. Railways were lowered so as to prevent grade crossings, and to preserve the beauty of the river front. Municipal building operations were extensively undertaken for all purposes, including a magnificent palace for use as a permanent exposition building.

The harbor, which was completed in 1902, now receives over 1,200,000 tons per year. It is a remarkable piece of engineering, and beautiful from the engineer's standpoint, as well as useful.

A general plan was provided before the great development referred to was initiated, and every part of the City conforms to this plan, which covers undeveloped suburban land not to be improved for many years. On this plan, every existing and future street is shown with all of the projected utilities, widths and grades of the streets, as well as the purposes for which the land may be developed, location of parks, playgrounds and public buildings. No one is permitted to make any improvement that does not conform to this plan.

The locations intended for schools and public buildings are acquired far in advance. The City is a large speculator in real estate, of which it has some 2,800 acres; it also loans money on bond and mortgage for real estate development to encourage home building.

Sections are set aside for factory sites and for laborers' cottages; other sections for the homes of persons of rank and wealth. The height of the building is strictly controlled, as well as anything in the design that might injuriously affect the value of property or the beauty of neighboring buildings. The width of the street determines the height limit of all buildings.

Houses must be so placed that ample spaces shall remain for gardens, and the City oversees, or even does the gardening in front of the houses, so as to ensure a beautiful street effect. The controlling hand of the City is seen everywhere; and the private interest of individual owners is subordinated to the community interest, so that there shall be orderliness, safety, sanitation, and beautiful effect.

The general plan of the City provides broad thoroughfares radiating from the civic center, not unlike the ribs of a fan. These parkways are plentifully provided with fine trees, gardens and flowers, and cosy seats for pedestrians. The grass plots and lawns are carried over the road beds of the tramcar tracks, and are cared for as carefully as the parks, along either side of which they pass, under the spreading boughs of the trees. The noise is thus deadened, and dirt prevented. Well paved traffic roads are placed along the right side of one track, and the left side of the other, and along these are the sidewalks, which are broad and perfect as to pavement. These streets are two hundred feet wide for a considerable distance from the civic centre, after which the width is reduced.

Along these broad streets one passes to an encircling street or "Ring Strasse," which is a fine boulevard. A magnificent natural woodland park is reached by one of these streets, in which nature is left to her own design, the purpose being to give the effect of a natural forest, in which picnickers may enjoy to a limited extent the call of the wild.

A great deal might be written about the numerous public enterprises in which the City engages. The street railways are owned and operated with remarkably good results; so also all other public utilities. The City owned theatre is a great success, and is practically a part of the educational system, as it provides the highest grade drama and opera, and sells cheap tickets available to the poorer classes. It owns also a fine Tonhalle, where concerts are given and a restaurant and wine cellar are conducted. An orchestra is supported by the City, second to none in Germany. There are libraries, reading rooms, lectures, hospitals, schools of all kinds, a fine picture gallery, this City being an important art centre and possessing a well known art school.

It is gravely asserted, and we believe with truth, by the learned German professors, that mankind should take regular hours of play; recreation they urge as a duty imposed on the citizen; and accordingly playgrounds are provided for all.

The impression one gets from spending a few days in this City is certainly very pleasant. Everyone seems happy and contented. There is a noticeable spirit of good nature and good health and, if possible, more than the usual hearty German welcome extended to the American stranger. Excellent English is spoken very generally, especially by the school children, as is usual in all the large cities in Germany. Possibly there is some hypnotic influence present in the happy and kindly faces one constantly meets, in which may be plainly read, "Welcome to our beautiful city" — and surely one cannot disagree with them. Theirs is a beautiful city, and perhaps their faith in its beauty adds a great deal to the impression.

One important lesson at least we gather from Düsseldorf. Here was a rather small and far from rich City, without beauty or even comfort, that one day determined to recreate itself. To this task, which in America we should think so great, the little City gave its best thought and united effort. Conscious that city-building is a science beyond the ordinary burger, they sought through Germany for the man to whom they could confidently entrust the ordering of the task, and fortunately secured Dr. Wilhelm Marx, from among a number of competitors who offered their services.

We now behold their success. By means of their efforts it would appear that they have created a rich and populous City, one of the show-places of Europe; and they are all happier, healthier and richer than before they embarked on the great project; and the future offers the richest promise of greatness far beyond their dreams.

The impression formed on visiting the larger German cities, such as Düsseldorf, Hamburg, and Berlin, is of the newness of everything — new buildings, new streets, splendid railroad stations, and a tremendous traffic. One is at once reminded of the spirit and enterprise of our western cities. There is very seldom anything to suggest the past except some memorial. Where ancient buildings have escaped Germany's many wars, they are carefully preserved and converted to municipal use, as museums.



(a) Wilhelm-strasse, Berlin.



(b) Elevated railroad along canal, Berlin.

But usually the City of to-day found very little of note to preserve. For the most part, these cities are constructed on lands lying outside of the ancient city walls, which have now disappeared. Where walls once stood, there are parkways, ring strassen, developed into great beauty.

Berlin, the largest City of Germany, with a present population inhabiting its metropolitan district of nearly four million persons, of which about two-thirds are within the city limits, is one of the most rapidly growing of modern cities. (See plate IV.)

At the close of the Thirty Years' War, the population is said to have been about 6,000 inhabitants. In 1700, this had passed 20,000. Frederick the Great found it on his accession in 1740, with 90,000; and in 1840, at the accession of Frederick William IV., it had 332,000, which in 1872 had grown to somewhat more than 800,000, since which time the increase has been more than four-fold.

We are told by the learned Dr. Kober of Georgetown University, Washington, D. C., that in 1872 Berlin and Washington were alike in primitive municipal condition.

"Without adequate distribution of water supply, the larger part of their population was dependent upon public and private wells, without sewerage systems, both alike supplied with makeshifts for the disposal of sewage waste. Their streets were unpaved and became the common receptacle for garbage, ashes and house sweepings; and along the gutters the surface and house drainage was conducted to the neighboring water courses.

"Since Berlin began its system of sanitary improvements completed in 1890, at a cost of 59,000,000 marks for water supply, and 42,500,000 marks for sewers, the typhoid fever death rate has fallen from 143 per 100,000 in 1872, to 4 per 100,000 in 1894; and the general death rate, from 32.9 per 1,000 in 1875, to 16.4 per 1,000 in 1904; while the death rate from typhoid is six times as great in Washington as in Berlin.

"In 1875, only 57 houses in Berlin were connected with sewers, and the death rate was 32.9 per 1,000. In 1885, 16,000 houses were connected with the sewers, and the death rate was 24.4. In 1904 the use of the sewers was general, and the death rate was 16.4 per 1,000."

These figures, while they may perhaps appear to have but little bearing on city beautification, go to show how recent was the

creation of the greatest German City, and how little it owes to the slow development of centuries.

We are often told by our American brethren, that "of course German cities are great and beautiful, but to make them so has taken ages." "Those improvements you admire took a thousand years to grow," said one of these critics. "We cannot hope to make our cities vie with those of the Old World until ages have passed over us." From the standpoint of historic structures, this idea no doubt is true. One must grow old to have becoming gray hair.

There are many cities, especially in France and Italy, that have gathered beauty from age to age; and some that have mingled their jewels of the past with the municipal settings of the present; but these are not the cities usually referred to in connection with city beautification. The latter are nearly all strictly modern and new, replanned and rebuilt within the last forty years. All street paving and sanitary improvements and public utility improvements in Europe are recent, designed and built by the present generation. No city illustrates this better than Berlin, the modern capital of Germany, and which the imperial family designs to make more beautiful than Paris or Vienna. But in the splendor of the result, we are conscious that something is wrong. Such a remark would be impious if applied to Düsseldorf or Frankford or Cologne or Munich, all of which have bloomed into modernity in less than a generation. Berlin has been replanned to be superlatively splendid, to typify the Empire. Perhaps this intent is too apparent. The beauty of Düsseldorf, an almost indefinable charm, upon careful analysis, we think, arises from its success as a well planned and cared for home and workshop, embellished with unpretentious and appropriate decorations, nature having been largely employed, in the form of tree and forest; while the free wild forest, maintained by that City, supplies ready transition from the confinement and cares of city life.

For city embellishment we require beauty that arises with spontaneity out of the useful, and crowds out the ugly, but yet is not aggressive — a natural expression of psychological aspirations, created to fit the needs of a community, and support, rather than overburden thought and fancy. In city planning and improvement, we cannot capture by force and enchain beauty. If our art

has not a certain freedom and humility, it jars upon the senses, like discordant sounds in music. Embellishment must be made to serve utility. We must create the useful along beautiful lines. Even the monuments placed in our streets and parks to commemorate national events and heroic characters, are utilities, just as are schools, streets and railroads; and if not beautiful, they are decidedly offensive.

The use of monuments to commemorate events and also to beautify a City, should never run into the advertising either of the artist or the event commemorated. Well placed, a simple, well designed statue gives distinction: Berlin has some that are especially fine, along with many that we do not admire. The Luther memorial is admirable and so placed that it hallows its vicinity. So, also, is that of Frederick the Great in Unter den Linden, seen from a distance, its elevation being too high for a near view.

There are beautiful memorials in Sieges Allee, well arranged so that the heroic genius of Germany appeals strongly to patriotism; and love of history is cultivated. These monuments are truly public educational utilities and should be looked upon as such. But the groups of imperial and royal statuary around the royal palace are, we think, more damaging to the spirit of imperial Germany than all the tirades of the social democrats, as they seem to advertise royalty.

Judged by these principles, the finest memorials in Europe are those which leave the imagination of the beholder to supply more than they reveal, that draw their greatness both from the great event or person that they commemorate, and from their own simple beauty. Among these are the Lion of Lucerne; the Frederick the Great, and the Luther denkmal, at Berlin; the Cromwell at Westminster Hall, London; the Lafayette in the court of the Louvre in Paris* (a gift from the school children of the United States to the French nation) — and there are many more.

The first impression of Berlin is very good. Starting from the Pariser Platz we walk through Unter den Linden to the Royal Palace, for this gives a fine idea of all that is best in the City. Unter den Linden is a fine parkway, 160 feet wide, with roadways

* See plate II.

and sidewalk on either side of the parked space through the center; a fine broad walk with frequent seats, passes through the parked space, over which the limbs of the trees interlace like the vaulted groining of a Gothic cathedral.

Returning to the Brandenburg Gate, and passing through, we continue our walk through the Tier Garten, a fair-sized park of remarkable beauty, and turning into Sieges Allee, a broad avenue with fine statuary already referred to, we pass to the Königsplatz, with its monument of victory and fine view of the Bismarck monument, and the Reichstag building; then returning, we pass onward to Bellevue-Strasse, to Leipziger Platz, an important civic center; thence through Leipziger Strasse, which is rich in splendid buildings, to Friedrichs Strasse, returning to Unter den Linden. The busiest intersection in Berlin is said to be where these streets cross.

Berlin is pre-eminently a regularly planned and scientifically beautified City. As it is the capital, every effort has been made to secure magnificence as well as convenience. No City in Europe can show better pavements or cleaner or more carefully kept parks.

The transportation utilities are notably excellent. The City plan is very good for convenience and beauty, and the buildings are splendid, though in many cases over ornate. Berlin's main fault lies in this, that the attempt has been made in some instances to decorate the beautiful, and the City suffers in comparison with Paris for this reason.

The sanitary arrangements have been given the most elaborate care, and the sewage irrigation farms, which cover a greater acreage than the City, show the visitor no suggestion of their use, which is to turn the offensive wastes of the City into valuable agricultural products, instead of permitting the defilement of the River Spree. These sewage farms are worthy of every visitor's attention, for they are really gardens of flowers and vegetables, and orchards with beautiful stores of fruits ripening in the sunshine; and there is no sign of the offensive materials which are led by hidden ditches and pipes into the soil to feed the roots of the plants. Unfortunately, there is not available land enough to permit the extension of this system of sewage treatment; and an immense filtration plant, which employs the most modern inten-

sive English method of sewage treatment, is provided at the neighboring village of Wilmersdorf. In future the farms will not be extended, but other plants like that of Wilmersdorf will be provided to take care of the growth of the City.

In common with many other German cities, Berlin has required the unsightly gas-tanks to be built with masonry walls of pleasing design, not unlike that of the Roman Coliseum.

Berlin is a City of beautiful suburbs. Excellent transit facilities make it possible to live at a considerable distance from the City and yet get in and out easily in time for business. In this feature, all German cities are particularly interested, and suburban development is everywhere included in the city plan. The German has a passion for country life, and if his circumstances render it possible, will prefer to live out of town.

A curious feature of German life is the small country place, of which there are a great many around Berlin. These are agricultural lands outside of the suburbs, divided into small plots or squares, most of them not more than 20 meters square. Each plot is rented to a city dweller of the middle class, or the professional man of small means, who builds his own house, usually with his own hands, as this is considered a great pleasure in itself. These structures are often portable houses, purchased ready to be erected, and tents, or even more primitive shacks are used. A number of members of the same family, or friends, take adjoining plots and help each other. There is often much originality and even beauty in these rude structures. The cost is usually within \$100 (400 marks), and with repairs the house will last for years. During the summer the family live in these odd country seats, coming from their city homes as often as possible, and remaining for a few days at each visit. Every member from the father down to the youngest toddler gardens or farms, and the visits are always frequent enough to keep the growing plants in good order. Some families remain all summer.

BERLIN AND PARIS COMPARED.

It is inevitable that we should compare Berlin with Paris. These cities, both capitals of great nations, are very dissimilar in almost every other feature. Berlin is considerably the larger in

population, and the more modern in appearance, but it lacks the beauty as well as the individuality of Paris.

Berlin has developed its plan along scientific lines and is ever extending itself in accordance with all that is most approved in city-building. Projects are under way that will cost nearly \$100,000,000. Paris has also planned extensive improvements, including the razing of its unsightly and useless walls. Of course, the present war will interfere with all these schemes for some years; but the broad vision of European cities leads them to make plans and prepare years in advance for desirable improvements.

Paris is, beyond doubt, the most beautiful large City in the world, but is without many of the conveniences and the provisions for individual comfort and safety which are possessed by many of the smallest German cities. No other City is so elaborately planned, or has such splendid boulevards, avenues, and streets; but the houses and apartments of the middle class and the poor are very inferior to similar structures in Berlin and most German cities. The public utilities are also far inferior. The streets are not as well paved and not as clean, and the city sanitation is far less satisfactory. In Berlin, the sewage farms are operated by the City's poor and dependent class, who are thus given an opportunity to earn their living, and the management is very efficient. In Paris, the land of the sewage farms is leased to the highest bidder for so much per hectare, and subleased to small garden-truck cultivators at a handsome profit, with the result that raising vegetables is made the principal use of the farm; and when the sewage is not needed to irrigate these garden-plots, it is allowed to run into the River Seine. Frequently one-third of the entire flow is thus discharged causing gross pollution of the river. These farms are, therefore, far less efficient than the similar farms at Berlin.

The municipal housekeeping of Paris is in fact far inferior to most German and English cities. The conception of the people as to public decency is quite different from German and English ideas, and is decidedly Latin, as may be observed from the unsightly, ill-kept, and malodorous public comfort conveniences for males, which occur on every block and are decorated with glaring advertising matter.



(a) Place du Carrousel, Paris. See page 35.



(b) Approach to Pont Alexandre, Paris. See page 36.

The magnificent features of the City, which are world-famous and costly, are only incidentally related to the life of the people. The planning was not carried out for the well-being of the class of citizens who work for wages, with intent to improve their physical, mental, and moral condition, which is the especial aim of German city planning; but to create an impression of wealth and splendor surrounding the rich and powerful.

For these reasons, Paris ceased to be France, as she used to be considered, when she became beautiful; and the French people, with all their splendid qualities and artistic temperament, can best be studied anywhere else than in Paris; while one can scarcely find a better place to study the German than in Berlin. Paris reveals the splendor of the republican state, and exhibits the relics of the marvelous history of France, and the masterpieces of her admirable art. Berlin is quite willing to be called the Paris of Germany, and has tried to rival Paris. In this we think she has failed; but this aim was only a secondary object, her primary object being the uplifting of her citizens; and in this she has succeeded.

Beautiful beyond question is Paris; and in no other City does everything seem so greatly to conspire with intent to produce a fine impression on the stranger. There is something to appeal to the visitor from every land. If from America, stand in the Place du Carrousel, with the wide sweep of the wings of the Louvre enclosing the place on three sides. Here, beyond the graceful arch, copied after that of Severus at Rome, once stood the Tuileries, the ancient palace of the kings, where Franklin, envoy and agent of the young Republic of the West, sued for alliance with the oldest royalty of Europe, and not in vain. Of that palace not one stone has been left upon another, the Commune having swept it all away in the terrible year of 1871. It has passed, as has royalty in France. A graceful park, with beautiful statuary, commemorates its name. (See plate V.)

A view in the other direction reveals the beautiful pavilions and connecting facades of the Louvre, the finest Renaissance building in France, possibly in Europe. A grass-plot occupies the centre of the court before us; ornamental trees and shrubs heighten but

do not hide a fine equestrian statue in bronze, upon an artistically designed pedestal. (See plate II.)

Who may be the presumptive rider, bronze even though he be, out of the dim shades of storied history, that stops his horse here, as though he sought the most kingly of all stables? A movement toward it and we behold him who was the companion of Washington, the beloved Lafayette; and it is no little pleasure to read:

Erected
by the
School Children
of the
United States
in
Grateful Memory
of
LAFAYETTE
Statesman
Soldier
Patriot

If the visitor is Russian, the Pont Alexandre (plate V) arises before him; and indeed, the stranger from every nation will find some memorial to show that France desires to show her regard for his country and bid him welcome.

Paris has been so often described and so well, that it would be inexcusable to go into detail as to her many splendid streets and buildings, where the hands of Louis XIV, Napoleon I and Napoleon III, Baron Haussmann and others have left a lasting impression.

Speaking in a historical sense, it is but a few years since Paris was replanned and beautified. In the age of Louis XIV, she was far from being a beautiful City, and up to the middle of the last century her streets were narrow and dirty and poorly paved.

Indeed, but few cities on the European continent dared pave their streets with stone-paving blocks, which afforded the mob a too ready means of making barricades in the frequent times of riot. Sanitation was unknown. The difficulties and uncertainty of human life were too great a factor to permit development along the lines that within the last fifty years have created the modern City.

Napoleon I was responsible for considerable progress along the lines of city planning in Paris; but his fall put an end to the movement for years, until Napoleon III came into power in 1848, when it was determined to replan the city. In 1853, Baron Haussmann, a lawyer with artistic ideas and great business ability, became Prefect de la Seine, and produced a plan for the complete remodeling of the City. He gave particular attention to diagonal streets, open spaces, and civic centres. Traffic consideration were given the greatest importance and were not sacrificed for effects of beauty. Between 1850 and 1870, it is said \$250,000,000 was spent, and the work has been going forward ever since.

The ability of the people to secure beautiful surroundings, if they take advantage of their opportunities and look ahead, is well illustrated by the experience of Ulm, which, though a small City, teaches a valuable lesson.

Ulm is an up-to-date manufacturing City with 56,000 people. It is an historic place, which has been modernized and extended without losing its character, and exercises a peculiar charm upon visitors, inducing them to loiter for days among its ancient monuments and vine-clad hills. Its beautiful minster, a fourteenth century building, has the tallest spire in Europe. On account of its ancient walls and topographic features, its housing area was greatly restricted, and as a progressive City, anticipating a rapid growth, it secured 80 per cent. of the land within and adjacent to its walls.

The ancient forts and walls were acquired in 1902, and the opportunity then presented itself for city planning along broad lines for the future. The ground around the City was greatly increased in value when the inner walls became its property, but the City had foreseen this and had commenced purchasing the land in 1891, eleven years before it acquired the walls.

The officials recognized the possibility of obtaining the walls and of replanning the City, and had foreseen that the great cost of the purchase and the razing of the walls, as well as for the construction of new streets and the changes contemplated within the walls, would prove too great an expense unless advantage could

be taken of the resulting increased value of the land outside of the walls. Therefore, about 1,200 acres were purchased at nearly \$1,400,000. Of this, about one-third was sold later on, when the improvements had been made, for \$1,600,000, and two-thirds remained to be disposed of at a still greater profit. The fortress, purchased in addition, for about \$1,000,000, covered 172 acres, and \$600,000 was spent in purchasing houses within the old walls and in improving the sanitary conditions. The new plan provided a number of fine wide streets and boulevards, greatly improved housing conditions, and added much to the City's beauty.

One of the marvels of Germany is the great success with which citizens co-operate in all their private and public enterprises. Getting together for the common interest, regardless of partisanship or preconceived ideas, seems peculiarly German. Communal sympathy must have much to do with this for in German cities this is markedly present. Each German has a peculiar feeling of allegiance to his City, and a feeling of kinship with his fellow-citizens.

The writer expressed such an opinion to a well-known public man in Germany, who, while admitting the existence of the characteristic referred to, explained the problem quite differently, as follows:

"You will recall," he said, "that these enterprises you admire are quite recent. These city improvements have originated and been carried to their successful issue since 1870. The German feeling of kinship and love of City as a racial characteristic, must have existed for ages without producing such results. There was scarcely a paved street or sewer system in Germany before the time of Bismark; but since 1870, the growth has been marvelous.

"Now consider; these things become possible because of a common aim and united purpose, a habit formed by actual discipline that enabled the people, many of them far from educated, not even very intelligent at the time the beginning was made, to work together in civil life much as in the ranks of an army. Observe this carefully: Germany is the army; the army is Germany. Surrounded as we are and always have been with powerful, even hostile neighbors and rivals, thrown upon the members of the German race for protection, we have developed a civil life with a military spirit, a military life with a civil spirit, and we are all as one man on the point that Germany must continue to be great

and free, and permitted to fulfil her mission of civilization. Since 1870, this has meant constant preparedness for war, for our position could scarcely remain unchallenged.

"It is obvious that success in war depends upon success in peace. The training and education of the citizen must be such that all can act together for a definite purpose which his leaders consider requisite for his well-being. Those in the lower ranks must be taught to feel confidence in those in the higher ranks, and those in the higher ranks must be trained to responsibility, just as in the army. The country that from the training and discipline given its men is quickest and best able to bring its resources to bear efficiently, either in peace or war, stands the best chance of success. An abundant and healthy race of men must be bred to fill the ranks, and this can only be done successfully by social and industrial efficiency. Commerce and labor alone can supply the surplus wealth in private hands that must be ready to sustain war. The weapons of warfare demand the highest scientific and mechanical skill; chemistry and engineering must be employed to the limit of their capacity.

"Such a development as outlined has, of necessity, been created in Germany since 1870. The results in civil life have been very remarkable and have almost justified the military theory, as a tonic to social evolution, science and industry. The growth of German cities has resulted from the impetus given by universal military training."

In other words, according to this opinion, the preparation for war constantly going on for forty odd years has incidentally and unexpectedly stimulated and turned out for the advantage of German industrial progress. Preparation for dealing death and destruction has created civilization!

But this theory is not accepted by the German Socialist-Democrats, one of whom told the writer that it was entirely wrong, and that the true reason for the great progress made by Germany since 1870 was long continued peace, which hitherto had never been enjoyed to the same extent. He said:

"For ages Germany has been the victim of France and Austria, the cat's paw of England. The true cause of German progress is that Bismarck cleared the field. The German race always possessed the high qualities that we admire to-day, but a disjointed militarism, in which every local county or principality was an independent sovereignty ruled by a military feudalism, made progress impossible.

"The German people, once united in a peaceeful democratic republican government, protected from their enemies by ample military provision for defense, would naturally progress as greatly or even more greatly than they have done notwithstanding the burden of forced military service. The German is intensely social, fond of his family, devoted to his sense of duty, with a mind both profound and ingenious; capable of the highest development; and he is essentially democratic.

"Militarism is entirely unnatural to Germany, and notwithstanding the historical fact that she has been, and still is, surrounded with potential enemies, ready to arise at any moment and rend her piecemeal, militarism has no sure foundation in Germany. The people despise and groan under it; but all realize that it is necessary and affords safety. What might we not be, what might we not do for the civilization of the world, if we were not compelled to pay an enormous and continual tribute to the war god!

"For the present at least we must keep on paying the price of our freedom and safety."

The reader may select either of the above theories, or form one for himself. Perhaps both are partly true, for really there is less conflict between them than at first appears. The same facts are seen merely from different standpoints.

It is impossible in an article of this length to give much idea of the actual things that are regarded as beautiful. One City has much in common with all others, in that it is made up of streets, buildings, parks, etc.; and yet there is endless variety in every one. Each City has its own individuality and produces its own effect.

Our object has been to go into detail only in so far as would illustrate principles which seem to be of general application and of general interest. So many excellent books and articles have been placed within the reach of the public, that to do more than give a rapid personal impression would perhaps be an impertinence.

To sum up, or generalize the impression made by German cities, one thing stands out particularly, which is the prominence given to artistic effect in planning street systems and the arrangement of buildings, and the advantage taken of any natural characteristic of the location to enhance the beauty of a city. Swamps are turned into lakes; hills are crowned with beautiful architecture, or well designed monuments.

Broad boulevards are seen, laid out in sweeping curves, and bordered with trees, wide sidewalks and foot paths, sidewalk cafés and seats, adaptable to the outdoor life of the people. The cutting of wide avenues through tenement districts and pest-spots, and making the enhanced value of the land pay for the improvement by the simple means of taking the land and selling it after making the improvement, with the added advantage of being able to restrict the size and style of buildings to be placed on it, is one of the wisest of city methods for obtaining fine avenues and fine buildings.

Other characteristics of German cities are public buildings that are monumental, a source of beauty and civic pride, for public business and popular resort and recreation, as rathouses, opera houses, theatres, museums, etc.; the adoption and carrying out progressively of a comprehensive architectural scheme, so as to secure symmetry and beauty, in height of buildings and their design, and the purposes for which they are permitted to be used in the various civic centres; and the provision of adequate facilities for traffic, by providing arcades passing through or under buildings, as is frequently done, where streets cannot be provided.

A striking feature is the provisions for river-bank improvement, full advantage being taken of this opportunity for beautiful effects, as well as for utility, instead of the littered and neglected condition permitted to such places in our country.

Dresden, well named the Florence of the North, which impressed the writer as the most beautiful City in Germany; Cologne with its wonderful cathedral and splendid avenues and Ring-strassen; Frankfort-on-the-Main, a City of unique beauty, where the ancient structures, such as the Romerberg, are made to contrast with and heighten the beauty of new buildings, such as the municipal the-

atre, the palm garden, and others; Wiesbaden, with its parks, gardens and beautiful street-plan; Munich, with a magnificence of buildings and design in city plan that make us hesitate to call Dresden the more beautiful; Strassburg, which of all German cities, impresses one as the most German, originally and for ages a City of the German Empire, until added to the Kingdom of Louis XIV by conquest; with its well-planned streets and squares and fine old buildings, with strangely beautiful sky-lines, and its cathedral, both grand and delicate; not to mention the cities of Austria that are all worthy of description, must all be passed over by us without further remark. Space does not permit a description of the fine things they show the traveler, and enough has already been said to illustrate and enforce the point intended, which is to show that municipal beautification and improvement may be accomplished without the cost being prohibitive, and at the same time every interest of the city well served, with the greatest increase in the health, wealth and happiness of the citizens, by a wise use of opportunities which lay within the reach of every American City.

